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# Message Text

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ORIGIN INT-05

INFO OCT-01 EA-07 ISO-00 IO-10 L-03 H-02 SSO-00 NSCE-00

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DRAFTED BY INT/DOTA/RSCOTT:CKR
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O 102253Z OCT 75
FM SECSTATE WASHDC
TO AMEMBASSY TOKYO IMMEDIATE

C O N F I D E N T I A L STATE 242567

E.O. 11652: GDS

TAGS: PGOV, JA

SUBJECT: GUAM DISCUSSIONS

DOTA NO.071-MS

PERSONAL FOR FRED ZEDER, DIRECTOR OF TERRITORIAL AFFAIRS
ON ARRIVAL GUAM OCTOBER 17 FROM EMMETT RICE.

SUBJECT: GUAM DISCUSSIONS

A. BURTON MEETING.
1. GUAM. MET WITH BURTON OCTOBER 7 TO GET HIS
VIEWS ON EXTENT OF CONGRESSIONAL INVOLVEMENT IN FUTURE
GUAM-FEDERAL RELATIONS DISCUSSIONS. BEFORE GETTING INTO
SUBSTANCE OF OUR MEETING, BURTON MADE POINT EMPHATICALLY
THAT NO ACTION OR DISCUSSION ON GUAM'S POLITICAL STATUS
WOULD TAKE PLACE UNTIL AFTER MARIANAS COVENANT BILL WAS
PASSED BY CONGRESS. BURTON INDICATED HE PLANNED TO
VISIT SAIPAN FOR CEREMONIES INCIDENT TO INSTALLATION OF
NEW MARIANAS GOVERNMENT AND WOULD VISIT GUAM IMMEDIATELY
THEREAFTER TO ASSESS SITUATION THERE.

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AT THIS POINT I SUMMARIZED GUAM POLITICAL STATUS

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COMMISSION (GPSC) SCENARIO WHICH HAS THE GPSC OR SUC-
CESSOR COMMISSION ENTERING INTO NEGOTIATIONS WITH
FEDERAL GOVERNMENT CULIMNATING IN A BASIC POLITICAL
AGREEMENT WITH THE UNITED STATES. THE CONSTITUTIONAL
CONVENTION WOULD FOLLOW AGREEMENT. BEFORE HEARING OUR
PLAN FOR TALKS, BURTON'S RESPONSE TO GPSC SCENARIO WAS
QUICK AND TO THE POINT, THERE SHOULD BE NO NEGOTIATIONS.
HE WANTS TO PUSH WON PAT'S CONSTITUTIONAL CONVENTION
BILL THROUGH CONGRESS AS FIRST ORDER OF BUSINESS.
(HOUSE PASSED BILL OCTOBER 6. NO ACTION CONTEMPLATED BY
SENATE UNTIL AFTER MARIANAS COVENANT VOTE). BURTON'S
IDEA OF CHANGING GUAM-FEDERAL RELATIONS IS FOR GUAM TO
FIRST ADOPT A CONSTITUTION. THEN HE WOULD MAKE SOME
CHANGES IN ORGANIC ACT AND BROADEN SCOPE OF FEDERAL
PROGRAMS AND SERVICES APPLICABLE TO GUAM. ON APPLICA-
BILITY OF LAWS, BURTON SAW VERY LITTLE CHANCE OF
EXEMPTING GUAM FROM JONES ACT, HE WAS SYMPATHETIC TO
GUAM'S DESIRE TO CONTROL IMMIGRATION. HE SUPPORTS
WON PAT ON SUBJECT OF INVENTORYING MILITARY LAND HOLD-
INGS TO DETERMINE WHAT LANDS ARE IN EXCESS. BURTON ALSO
TALKED ABOUT REPLACING FEDERAL COMPTROLLER WITH GAO
AND THAT GAO COULD MONITOR GUAM BY SENDING A FEW PEOPLE
OUT FOR SEVERAL MONTHS A YEAR.

I BROUGHT CONVERSATION BACK TO ADMINISTRATION IN-

VOLVEMENT IN TALKS WITH GUAM AND CONGRESSIONAL INVOLVE-
MENT. I MENTIONED GPSC LETTER TO PRESIDENT, OF WHICH
HE WAS AWARE, AND SAID THAT WE DID NOT HAVE IN MIND
ESTABLISHING A U.S. COMMISSION FOR POLITICAL STATUS
TALKS BUT RATHER A PRESIDENTIALLY DESIGNATED REPRESEN-
TATIVE WHO WOULD OPEN A DIALOGUE WITH GUAMANIANS. THIS
SEEMED TO EASE HIS MIND BUT HE SAID THAT DIRECTOR OF
TERRITORIAL AFFAIRS HAD AUTHORITY NOW TO WORK WITH
GUAM AND THAT IS WAY IT SHOULD CONTINUE, BURTON DOES
NOT LIKE IDEA OF WORKING THROUGH A COMMISSION. HE CITED
MAJOR PROBLEMS CONFRONTING HIS SUBCOMMIT-
TEE AS A RESULT OF PUERTO RICO-U.S. COMMISSION. HE HAS
NOT FIGURED OUT A WAY TO HANDLE THIS AND IT MAY TAKE A
LOT OF TIME. (FOOTNOTE: HE GAVE IMPRESSION THAT HIS
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SUBCOMMITTEE WOULD ACT ON PUERTO RICO LEGISLATION BE-
FORE TAKING UP GUAM OR V.I.) BURTON DID SAY HE LIKED
THE FLEXIBILITY AFFORDED BY EXECUTIVE BRANCH CONDUCTING
TALKS WITH CONGRESSIONAL CONSULTATIONS ALONG THE WAY.

B. FINANCIAL DISCUSSIONS.
MATT NOVICK'S TRIP TO GUAM HAS BEEN CANCELLED DUE

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TO OTHER COMMITMENTS. DISCUSSIONS WERE SCHEDULED WITH GOVERNOR BORDALLO AND SPEAKER ADA ON SUBJECT OF MORATORIUM ON PAYMENTS DUE UNDER GUAM REHAB ACT. BOTH BORDALLO AND ADA AWARE THAT CONGRESSIONAL ACTION NOT REQUIRED TO SUSPEND PAYMENTS FOR A PERIOD OF TIME AS LONG AS REHAB LOAN IS REPAID WITHIN SPECIFIED THIRTY YEAR PERIOD. HOWEVER, INTERIOR POSITION ON DEFERRAL NOT SET AND ANY DISCUSSION OF SUBJECT MUST BE DEFERRED. ON ENTIRE SUBJECT OF GUAM FINANCES YOU SHOULD TAKE POSITION THAT YOU ARE THERE TO GET FIRST HAND INFORMATION ON GUAM'S FINANCIAL SITUATION AND HEAR GUAM OFFICIALS VIEWS ON COURSE OF ACTION TO SOLVE PROBLEMS. NO COMMITMENTS SHOULD BE MADE OTHER THAN TO SAY THAT INTERIOR WILL TAKE UNDER CONSIDERATION IN TIMELY MANNER.

C. POLITICAL STATUS.
INTER AGENCY WORKING GROUP FOR GUAM-FEDERAL RELATIONS MET OCTOBER 6 TO REVIEW IMPACT OF BURTON'S VIEWS ON CONDUCT OF GUAM-FEDERAL RELATIONS TALKS. IN GENERAL, IAWG IN AGREEMENT WITH BURTON BUT BEFORE SUBMITTING PAPER ON NEGOTIATING APPROACH TO CHAIRMAN USC'S SPECIAL COMMITTEE ON GUAM, YOU SHOULD MEET WITH MEMBERS OF SPECIAL COMMITTEE TO REVIEW DRAFT NEGOTIATING APPROACH NOW UNDER PREPARATION BY IAWG.

WHITE HOUSE IS PREPARING INTERIM RESPONSE TO LETTER FROM CHAIRMAN, SPECIAL COMMISSION ON POLITICAL STATUS OF GUAM REQUESTING PRESIDENT APPOINT A FEDERAL REPRESENTATIVE FOR PURPOSE OF ESTABLISHING INITIAL DIALOGUE WITH COMMISSION. GIST OF RESPONSE IS THAT WHITE HOUSE HAS REQUEST UNDER ACTIVE CONSIDERATION BUT UNTIL PRESIDENTIAL DECISION MADE, DIRECTOR OF TERRITORIAL AFFAIRS, UNDER AUTHORITY OF SECRETARY OF INTERIOR, CONFIDENTIAL

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WOULD CONTINUE TO BE RESPONSIBLE OFFICIAL AND POINT OF CONTACT FOR GOVERNMENT OF GUAM INITIATIVES WITH FEDERAL GOVERNMENT.

D. RECEIVED WORD FROM CONGRESSMAN WON PAT'S OFFICE THAT HE WILL BE IN GUAM PRIOR TO AND DURING YOUR VISIT. OUR ASSESSMENT IS THAT HE IS TRYING TO MEND SOME POLITICAL FENCES IN PREPARATION FOR UPCOMING POLITICAL CAMPAIGN. (PEDRO C. SANCHEZ, VICE CHAIRMAN OF SPECIAL COMMISSION ON POLITICAL STATUS ON GUAM, IS CANDIDATE FOR WON PAT'S CONGRESSIONAL SEAT. HE HAS STRONG BACKING OF GOV. BORDALLO.) AS YOU RECALL, STATUS COMMISSION TOOK STRONG EXCEPTION TO WON PAT'S CON CON BILL, SAYING THAT WON PAT HAD AGREED NOT TO SUBMIT BILL UNTIL COMMISSION HAD COMPLETED ITS WORK. HIS PRESENCE ON

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GUAM DOES SUGGEST POSSIBILITY OF COMPROMISE ON TIMING OF CON CON.

E. SCENARIO/QUESTIONS AND ANSWERS.
SCENARIO IN OCTOBER 6 MEMO CHANGED ONLY BY NOVICK'S ABSENCE (SEE PARAGRAPH B). AND BY WON PAT'S PRESENCE. WON PAT MAY WISH TO MEET WITH YOU PRIVATELY. IF SO, YOU SHOULD FOLLOW MODIFIED SCENARIO, LIMITING RESPONSE TO POLITICAL STATUS QUESTIONS WITH ANSWERS PROVIDED IN MEMO OR AS MODIFIED BELOW:

ANSWER 1: YES, I AM AWARE OF THE LETTER SENT TO THE PRESIDENT AND HAVE SEEN A COPY OF IT. I UNDERSTAND THAT A REPLY IS FORTHCOMING. IN THE INTERIM, I MIGHT NOTE THAT IN MY CAPACITY AS DIRECTOR OF TERRITORIAL AFFAIRS, MY JOB IS TO ASSIST YOUR GOVERNMENT WHEREVER POSSIBLE.

ANSWER 5: THE COMMISSION'S PLAN OF ACTION APPEARS TO BE A GOOD ONE. I THINK IT IS VERY IMPORTANT THAT THE PEOPLE OF GUAM BECOME INVOLVED AS SOON AS POSSIBLE AND KNOW WHAT THE VARIOUS ISSUES OR POLITICAL ISSUES ARE. AS FAR AS TIMING, I THINK THIS IS A DECISION
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YOU WILL HAVE TO MAKE AMONG YOURSELVES.

ANSWER 6: I REALLY CANNOT COMMENT ON THAT SINCE I DO NOT KNOW WHAT THE FINAL OUTCOME OF CONGRESSIONAL ACTION WILL BE. THE HOUSE OF REPRESENTATIVES PASSED THE BILL ON OCTOBER 6 BUT THE SENATE HAS NOT TAKEN ANY ACTION.
ACTING DOTA RICE SENDS.
KISSINGER

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